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The Management of Permanent Records in the Bureau of Land Management:

An Evaluation

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Washington, DC 20408 1988

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Mr. Robert F. Burford
Director
Bureau of Land Management
Department of the Interior
Washington, DC 20240

Dear Mr. Burford:

A year ago, the Acting Archivist of the United States, Dr. Frank G. Burke, wrote to you about a planned survey and evaluation of the Bureau of Land Management's (BLM) maintenance and disposition of its permanently valuable records, based on the authority granted to NARA in 44 U.S.C. 2904 (c)(7). In the interim I have been appointed by the President as the new Archivist, and in that capacity I am pleased to present you with the final evaluation report.

I want to thank you for the excellent cooperation we received, both from the records management staff and from BLM personnel in all the offices we visited. Because of this cooperation we learned a great deal, and we feel that the recommendations in this report will be genuinely useful in improving BLM's records management program.

In particular, we would like to acknowledge the invaluable assistance of Rose Berezowsky and Adrian Caufield of BLM's Branch of Records and Information Security. They willingly shared their broad knowledge of BLM and its records, and their strong commitment to further improving BLM's records management program makes us confident that with your support this report will be put to excellent use.

After reviewing this report, we ask that you submit to us within 90 days an action plan for implementing the recommendations. Appendix C explains these follow-up procedures. We will assist you in any way we can in this implementation.

The purpose of this evaluation was not only to make recommendations to BLM, but also to determine how NARA can better assist agencies in the management of their permanent records. In

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particular, we plan to work with you in developing and implementing ALMRS in order to ensure that NARA can eventually accession permanent electronic records from the ALMRS system. We also will work with your staff to develop a more useful guide to the most heavily used land status records in the custody of BLM and NARA. NARA preservation experts will provide advice to BLM staff upon request. In addition, we intend to implement a number of actions in relation to the Federal Government as a whole based on what we learned from this evaluation. For example, we plan to recommend to other agencies that, like BLM, they conduct a thorough, agency-wide review of their records holdings on a regular cycle.

We have found this evaluation process to be of mutual benefit and look forward to working with you in the future. If you have any questions, please contact Mr. James W. Moore, Assistant Archivist for Records Administration, on 724-1453.

Sincerely,

DON W. WILSON
Archivist of the United States

Enclosure

THE MANAGEMENT AND DISPOSITION OF PERMANENT RECORDS IN THE BUREAU OF LAND MANAGEMENT

OFFICE OF RECORDS ADMINISTRATION

NATIONAL ARCHIVES AND RECORDS ADMINISTRATION

TABLE OF CONTENTS

EXECUTIVE SUMMARY

INTRODUCTION

I. BLM OVERVIEW: HISTORY, ORGANIZATION, AND RECORDS MANAGEMENT..1

II. LAND STATUS RECORDS.....4

III. OTHER ARCHIVAL RECORDS.....14

IV. THE EASTERN STATES OFFICE.....23

V. SUMMARY OF RECOMMENDATIONS FOR BLM.....26

APPENDIX A

APPENDIX B

APPENDIX C

EXECUTIVE SUMMARY

In many respects, the Bureau of Land Management (BLM) has a strong records management program for ensuring that its activities are adequately and properly documented and for protecting its permanent records. BLM has an excellent, active records management staff, a records inventory and comprehensive schedule, an agency-wide filing system, a generally good directives and microfilm program, and the beginnings of a preservation program. It has a carefully managed program of caring for, and updating, its land status records and is in the process of planning an automated system to replace the current manual one. It has transferred many permanent records to the National Archives and Records Administration (NARA) and has cooperated closely with NARA on this evaluation. There is every indication that BLM will continue to work closely with NARA on matters of common concern.

BLM retains a significant number of older records, and not always under the best circumstances. The Eastern States Office (ESO) acts, in part, as an agency archives performing functions in relationship to older records that could be provided by NARA. There are difficulties between NARA and BLM in terms of borrowing and annotating records already accessioned into NARA. These difficulties have resulted in BLM's current moratorium on the transfer of permanent records to the National Archives.

The decentralized nature of the agency and the autonomy of the State offices complicate the care and transfer of permanent records. Additional efforts are required to ensure consistent records management practices throughout the agency and to monitor the care and transfer of permanent records.

As is true of many Federal agencies, BLM needs to improve its schedule implementation for permanent records. BLM also needs to improve substantially its management of publications, and of audiovisual, cartographic, and electronic records. Currently these important records are not being systematically maintained for eventual transfer to the Archives.

Adequate and proper documentation requires that information about the activities of an agency be recorded in a usable form, and that the record remain available as long as it is needed, both for current operating needs and for evidential purposes. BLM is scrupulously careful in ensuring that the appropriate documentation for its land status responsibility is created and maintained. NARA needs to work with BLM to

make sure that adequate and proper documentation in this area continues with automation.

Among the most important recommendations of this report are the following:

- The BLM Automated Land and Mineral Record System (ALMRS) and records management staffs should begin soon to work closely with NARA representatives (1) to determine and develop an appropriate plan for the disposition of the ALMRS and ALMRS-related records, (2) to ensure adequate documentation in implementing this system, and (3) to plan for the eventual accessioning by NARA of permanent electronic records from the ALMRS system.

- In order to improve its schedule implementation, BLM needs to better educate program officials and the custodians of permanent records about their responsibilities. BLM should also consider marking all permanent files in order to ensure their protection and eventual transfer to the National Archives.

- BLM should institute an effective program for the management of publications, audiovisual records, and cartographic and related records in order to ensure adequacy of documentation in these areas and the eventual transfer of these records to NARA. An effective system for the maintenance and preservation of electronic records is also needed.

- BLM must improve the maintenance and preservation of the older archival records retained in its Eastern States Office. This office should consider transferring these records to NARA when they have been filmed and indexed. BLM should consult with NARA about any new arrangements made for the housing of these records.

INTRODUCTION

BACKGROUND

In the fall of 1987, the Office of Records Administration (NI) of the National Archives and Records Administration (NARA) conducted an evaluation of the Department of the Interior, Bureau of Land Management's (BLM) maintenance and disposition of its permanently valuable records. The evaluation included BLM's headquarters offices in Washington, DC; the Denver Service Center, the Colorado State Office, and the Northeast Resource Area in Denver; the Wyoming State Office in Cheyenne; and the Eastern States Office in Alexandria, Virginia.

The evaluation was done with the close cooperation and invaluable assistance of the BLM records management staff. The Bureau recently completed a comprehensive records schedule and during NARA's evaluation was in the process of completing a bureau-wide inventory of its records. NARA's evaluation was intended to support and supplement these activities, and the NARA staff benefited from the expertise and information available as a result of the scheduling and inventorying activities. The evaluation was also facilitated by the courtesy and cooperation of BLM staff in all offices visited.

BLM has had a long and close relationship with NARA. Historically, land tenure records represent one of the oldest forms of archival recordkeeping, and BLM has been transferring records to the National Archives since the latter was created in 1934. Currently, the National Archives has over 115,000 cubic feet of records of the Bureau and its predecessor agencies, the General Land Office and the Grazing Service. These records are located in Washington and in the field.

AUTHORITY, ORIGIN, AND PURPOSE

This evaluation was done under the authority granted to NARA by 44 U.S.C. 2904 (7) "to conduct inspections or surveys of the records and the records management programs and practices within and between Federal agencies." It was conceived as part of NI's ongoing program to locate, identify, and monitor archival records not in NARA's custody. Although NARA has traditionally evaluated agency records management practices including records disposition programs, this evaluation was the first to focus solely on an agency's handling of its permanent records. The evaluation was thus a pilot to test the feasibility and

usefulness of this type of inspection as part of NARA's larger program. The purpose was not only to help BLM improve its management of permanent records, but also to help NARA improve its program for assisting Federal agencies in identifying and protecting permanent records.

AGENCY PROGRAM REQUIREMENTS

This evaluation of BLM was based on the following program requirements for Federal agencies. According to 44 U.S.C. 3101 and 3102, Federal agencies are required to make and preserve adequate and proper documention and to establish and maintain an active and continuing records management program. As part of these responsibilities, agencies are required to cooperate with NARA in order to "promote the maintenance and security of records deemed appropriate for preservation [44 U.S.C. 3102 (2)]." These responsibilities for adequacy of documentation and records management must be carried out according to NARA regulations as elaborated in 36 CFR Subchapter B--Records Management. The transfer of Federal records to NARA is governed by records schedules (36 CFR 1228). Records designated as permanent must be transferred to NARA according to the terms of the approved disposition instruction.

After 30 years, the Archivist of the United States is authorized by 44 U.S.C. 2107 to direct and effect the transfer to NARA of permanent records, unless the agency head certifies in writing to the Archivist that the records are needed to conduct the regular current business of the agency.

FOCUS

This evaluation focused on the following questions:

- Does BLM maintain any archival records that can now be transferred to NARA?
- Does BLM maintain older archival records that, although still in use and not ready for transfer, can be described and tracked by NARA to ensure their eventual transfer?
- Does the BLM records schedule usefully and completely describe the Bureau's permanent records and is it being correctly implemented?
- Are there any significant problems in BLM's management of its permanent records?

- What can be done by BLM to strengthen the management of its permanent records?

- What can NARA do to improve its support of BLM management of its permanent records and encourage it to transfer these records to NARA at an agreed-upon time?

FORMAT

This report is divided into five parts. The first part provides a general overview of BLM and its records management program. The second focuses on the land status records generated and maintained by the Bureau. The third discusses other permanent records by type: paper, audiovisual, cartographic, and electronic. The fourth considers the Eastern States Office, a portion of which functions as an agency archives. Recommendations for BLM are highlighted in the text of the first four parts and are summarized in the final section.

In addition, this report has three appendixes. The first lists BLM records that should be evaluated for immediate transfer to the National Archives. The second lists those records that NARA will track in order to ensure their transfer, as appropriate, when they are no longer needed for regular current business. The descriptions are cross-referenced, as appropriate, to related discussions in the text. The third details agency follow-up procedures to NARA recommendations.

I. BLM OVERVIEW: HISTORY, ORGANIZATION, AND RECORDS MANAGEMENT

I.1 History and Current Organization

The functions of the Bureau of Land Management and its predecessors date back to the Land Ordinance of 1785, which first established the rectangular survey system for the public domain. Most land records are created on the basis of this survey system, which replaced the irregular pattern of metes and bounds used in the original 13 States. A 6-mile square township, subdivided into 36 sections, is the basic unit of this rectangular grid.

Initially, the public domain consisted of western territory claimed by the original 13 States, which they ceded to the Federal Government. The Louisiana Purchase in 1803 added over 500 million acres, including most of the the land from the Mississippi River west to the Rocky Mountains. Additional acquisitions in the first half of the 19th century added the land that now makes up Florida, Texas, Oregon, Washington, Idaho, California, Nevada, Utah, and parts of Arizona, Wyoming, and Colorado. The last large addition was the purchase of Alaska, over 375 million acres, from Russia in 1867.

The public domain was first administered in the Treasury Department by the Office of the Secretary and the Office of the Register. In 1812, a separate Bureau was created in this Department, the General Land Office (GLO), to act as custodian and disposal agency for this land. The Commissioner of the GLO had the responsibility to "superintend, execute, and perform, all such acts and things, touching or respecting the public lands of the United States..." including the supervision of local land offices. In 1836, the Surveyors General, who had operated independently, became part of the GLO, although the contract system of surveys continued to 1910, when surveyors became employees of the GLO. In 1849, the GLO was incorporated into the newly formed Department of the Interior. In 1934,the Grazing Service was established to administer the districts established under the Taylor Grazing Act, and in 1946, the GLO and the Grazing Service were combined to form the Bureau of Land Management.

At its greatest extent, the public domain consisted of about 1.8 billion acres. The GLO was (and BLM remains) responsible for surveying these lands and for maintaining the land status records. Initially, the emphasis in GLO was on transferring the land to non-Federal ownership as quickly as possible, within the limitations established by a

complicated series of laws passed by Congress to balance competing concerns and interests. Since the beginning of this century, the rate of transfer has slowed, and the emphasis has shifted to conserving and managing the public lands.

BLM's present management of public lands and resources is based on the Federal Land Policy and Management Act of 1976 (90 Stat 2743). It establishes public land policy and guidelines for its administration, and provides for the management, protection, development, and enhancement of the public lands. Currently, BLM manages over 270 million acres of public lands, primarily in the far west and Alaska, but with scattered parcels in other States. This land consists of the public domain proper, as well as certain other acquired lands, such as land that reverted to Federal ownership through purchase, exchange, transfer, condemnation, or donation. Managing these lands involves managing the resources they contain, including soil, water, air, timber, hard minerals, oil and gas, geothermal energy, wildlife habitat, endangered plant and animal species, rangeland vegetation, recreation areas, wild and scenic rivers, designated conservation and wilderness areas, and open space. Along with mineral management responsibilities on the public lands, the Bureau is responsible for managing subsurface minerals on approximately 300 million additional acres of land where the Federal Government owns mineral rights.

BLM is a highly decentralized agency, with major responsibilities assigned to the 12 State directors who report directly to the agency head. The autonomy of State office heads allows greater responsiveness to BLM's constituents in the field and to local issues; it also can result in considerable organizational and managerial variation among the State offices. A State office can encompass more than one State: the Wyoming State Office, for example, is responsible for Nebraska, and the Eastern States Office, admittedly somewhat of a special case, is responsible for all States bordering on and east of the Mississippi River. Each State office has under it a number of district offices and under these a number of resource areas. (The Colorado and Wyoming State Offices each have four district offices and eleven resource areas.)

In addition to the headquarters staff located in Washington, BLM has two support centers: the Boise Interagency Fire Center and the Denver Service Center (DSC). The DSC is responsible for providing administrative support services to the field as well as for providing technical support for Bureau-wide automation, microfilm, and records preservation programs.

I.2 Records Management

Program leadership and policy guidance for records management in the Bureau come from the Washington Office Branch of Records Management with additional guidance and technical support provided by the DSC. The Branch of Records Management includes records, paperwork management, management analysis support to automation efforts, and micrographics programs. It is headed by the agency records officer who is also the Bureau's Freedom of Information Act Officer, Privacy Act Officer, and Information Collection Clearance Officer. Records management, along with automatic data processing (ADP) and telecommunications management, is in the Information Resources Management (IRM) Division, which in turn is under Administrative Support Services. Forms, directives, and mail management are not part of records management, but are in a separate unit with a different chain of command. BLM has a comprehensive records schedule and uses an agency-wide filing system with a subject index keyed to the appropriate sections in title 43 of the Code of Federal Regulations.

In the State offices, records management responsibililities are divided between the official records officer, who is usually in charge of the library and has varying other responsibilities such as mail management, and the branch chief who supervises the management of the land status records, which is a central program function. Records management policy and guidance from Washington are channeled through the official records officers; it is the branch chiefs, however, who are highly graded, supervise a large staff (55 people in Wyoming, for example), and wield significant power within the State offices.

The recently conducted records inventory is a good example of the way in which the agency records manager and her staff extend the reach and impact of the program. BLM acquired staff and functions, and consequently records, from the Minerals Management Service in 1982. The inventory was conducted to identify records acquired, update BLM's schedule, determine the location of the agency's records, update the Bureau's Privacy Act systems, and lay the basis for automating the records management function. This activity reflects the committed, active, and knowledgeable leadership for a generally strong records management program provided by the Branch of Records Management, with support from the DSC.

II. LAND STATUS RECORDS

II.1 Description of the records

Land status records are at the heart of BLM's mission, and the majority of NARA's current BLM holdings are land status records. Because of BLM's long-term responsibilities for documenting land status, and because of the crucial legal importance of this material, these records present a number of special issues and challenges.

All of BLM's records are generated as a result of its activities in managing public lands; the land status and supporting records are those that document ownership of the public lands, including alienation or transfer out of the public domain, as well as the availability of the lands for use under the public land laws. The information in these records includes areas, boundaries, ownership, limitations on titles such as rights of way, and other characteristics that affect the value and use of the land.

Current land status records are created and maintained by the State offices, although some supporting documentation such as right-of-way case files are maintained in the district offices. (For this evaluation, land status records were reviewed at the Colorado, Wyoming, and Eastern States Offices.) The system for maintaining these records is a complex one, reflecting the variety of transactions that have occurred. BLM has strict recordkeeping requirements for documenting land tenure, currently found primarily in BLM directives. What follows is a brief, schematic, and necessarily simplified description of how this system works, and of the permanently valuable records that result. This is provided to lay the groundwork for a discussion of the most pressing issues and problems raised by these records.

The original land status records are the tract books and the survey plats and accompanying field notes. The tract books, which were put into use in 1810, are large, bound volumes in which all transactions relating to the public domain were recorded. The survey plats and field notes are the results of the cadastral surveys for which BLM is responsible as the sole surveying authority in the Federal Government. Throughout the 19th and for the first half of this century, these were the crucial documents for tracing and documenting the status of the public land.

In the early 1950's, when the State offices were first established and absorbed functions performed by BLM headquarters and districts, a new system was introduced. This system involved a Master Title Plat (MTP), a Historical Index (HI), both of which have been appraised as permanent, and a Control Document Index (CDI). This system is used in all the State offices except the Eastern States Office (ESO), which will be discussed at greater length in part IV.

The MTP is a plat for a particular township that contains the most current information about the public land based on BLM surveys and other information. It is produced on vellum from which a mylar copy is made. The mylar is updated with new information as new surveys are made, or new transactions occur. When the mylar can no longer be effectively and legibly corrected a new vellum and new mylar are created, and the old ones are destroyed. The MTP is supplemented by use plats, which document oil and gas leasing, and supplemental plats, which provide information on congested sections within townships. The MTP lists all supplemental and use plats. When an MTP is updated or redrawn, paper copies are made off the master by means of a diazo process, or microfilmed on 35-millimeter aperture cards, in order to send the district offices the most current information.

The HI is a chronological listing by township of land transactions affecting the public domain. All the official documents of these transactions - land patents, withdrawals, classifications, etc. - are copied in the form of 35-millimeter aperture cards, which make up the CDI.

For all types of patent conveyance cases, a file is created that contains a copy of the patent (the original goes to the patentee) as well as all supporting correspondence and other information, including all material related to the filing and investigating of claims. A copy of the patent is also placed in a bound volume. Permanent case files are created for land acquisition, rights-of-way, and approved withdrawal, reservation, and classification cases. (Oil and gas leasing and solid mineral leasing result in case files as well; unlike the above, however, these are currently appraised as temporary records.)

Older land patent case files are primarily found in NARA's General Branch in Suitland, Maryland. Bound patent volumes are there or in BLM's ESO depending on the date. Current or recent case files, when they are closed, are sent by Colorado and Wyoming State Offices to the Denver Federal Records Center (FRC) for eventual transfer to the Archives Branch.

The MTP and the HI have replaced the tract books, which are no longer in active use (except in the ESO). Although not generally necessary for documenting current land status (again, except in the ESO), the tract books contain a wealth of information of all types for researchers. Generally, two copies of the tract book were created, a headquarters and a land office copy. NARA has Colorado and Wyoming tract books.

Survey plats have been continuously produced by BLM and its predecessors. Much of the public land has been surveyed, creating a large body of original survey plats and accompanying field notes. Currently, some surveys are produced of previously unsurveyed land, but more often resurveys are required (except in Alaska, where half of all the Bureau's survey work is being done). These are either dependent resurveys that follow the original, or independent resurveys, which require that previous ones be suspended or withdrawn. Other related cadastral records include early contracts for surveyors, and the group survey files, which replaced contract files when surveyors became BLM employees. These include survey assignments and special instructions.

Traditionally, three copies of the plats and two copies of the field notes have been produced, although currently not all States are producing the triplicate plat. These copies have been dispersed to a number of different locations, depending on the State. (Mineral surveys are not necessarily handled the same way; to simplify the explanation, they are not considered separately here, although the surveys, unlike some of the case files, are permanent records.)

The original and triplicate plats of Colorado's older cadastral records are in NARA's Field Archives Branch in Denver. The State office has the original field notes as well as microfilm copies of the plats. The duplicate plats and field notes are in BLM's ESO. For more recent and current records, Colorado is producing three copies of the plats and two copies of the field notes. The original of each is kept in the State office by the cadastral program personnel, duplicates go to the ESO, and the triplicate plat is sent to the public room of the State office where it is used to update the MTP and is filmed for the CDI.

The triplicate plats of Wyoming's older cadastral records are in NARA's Field Archives Branch in Denver. The duplicate plats and field notes are in BLM's ESO. The original plats and the field notes are retained in the State office. For more recent and current records, the cadastral program personnel in the State office retain the originals (that office handles the filming for the CDI) and duplicates

go to the ESO. No triplicate copy is produced.

Nebraska falls under the jurisdiction of the Wyoming State Office. In part because it is considered a closed land State, its cadastral records are distributed in still a third pattern. The original plats and field notes of its older cadastral records (and there are with rare exceptions no recent or current ones being produced) are with the Nebraska State Surveyor, the duplicate plats and field notes are with BLM's ESO, and the triplicate plats are in the Nebraska State Historical Society.

The older survey case files that support these plats, and which must sometimes be researched to support current survey work, are in some cases in Suitland, and in some cases in the ESO. More current survey case files are either retained in the State offices or sent for storage to the Denver FRC.

II.2 Transfer and Access Issues

The fundamental source of the difficulty these records present is their clear archival value coupled with BLM's need to use them in the conduct of current business. This has resulted both in BLM's need for older records already transferred to NARA, and a reluctance to transfer current records to NARA.

Because of the continuing legal nature of BLM's recordkeeping responsibility, records remain in continuous use for long periods, and very old records are sometimes required for current business. For example, although MTPs and HIs are scheduled to come to the Archives 12 years after they are microfilmed, they actually remain in current use until they are replaced and destroyed.

The difficulty in using very old records is most apparent, and most acute, with the cadastral records, which are permanent but which carry no transfer date on the BLM schedule. This lack of transfer date is in part a result of the inability of NARA and BLM to agree on an appropriate cut-off point, and in part a reflection of BLM's concern about whether the records can be retrieved from the National Archives. Resurveys can require documentation from files already in the National Archives, such as the contracts or group files, or the letters from the Surveyor General to the Commissioner of the GLO. Cadastral officials also feel that it is necessary to annotate older surveys already in the National Archives when corrections have been made or a new survey has been prepared. Mineral plats may also need to be annotated to cancel unpatented claims.

Similarly, land officials may want to annotate older case files when recent actions have been taken that affect these files, or when they may need these files for certain kinds of corrective action. Original documents are sometimes borrowed from NARA for BLM's litigation or for microfilming. These situations are complicated by the dispersal of older BLM records in a variety of locations, the genuine confusion among BLM staff about where records are located, and NARA's reluctance to loan accessioned records. As a result, State office program officials often feel that records that are no longer in their possession are unavailable for reference.

NARA is understandably reluctant to loan accessioned records, particularly when these records may not be returned for long periods of time, or are returned with considerable modifications and additions. Even in those cases where copies are sufficient, providing a large amount of material can be costly to NARA; providing information from individual documents can require extensive research on NARA's part, for which it is not staffed.

Some steps have already been taken to solve these problems. An agreement has been negotiated whereby a form sent by BLM, which NARA has requested be on archival paper, will be inserted in case files in the National Archives to cross-reference recent actions affecting the cases. (No actual forms have as yet been sent or filed to put this agreement to the test.) A staffer in the ESO who is familiar with the holdings of BLM and the National Archives does research for State offices that need specific information from holdings in the Washington area. The Office of the National Archives has recently initiated a new loan policy that provides clearer and more consistent guidelines for custodial units in dealing with Federal agencies.

Nonetheless, these problems have not been fully resolved, and as a consequence BLM still has a moratorium on the transfer of records to the custody of NARA. This agencywide moratorium has been in effect since April 1984, and records that are scheduled for transfer to the National Archives remain in Federal Records Centers (FRCs) or in BLM custody.

RECOMMENDATION 1: BLM needs to determine whether the new NARA loan policy effectively meets its information needs and to keep NARA informed of any difficulties that may arise. As soon as possible, based on this determination and the resolution of the appropriate retention period for cadastral records, BLM should lift the moratorium on the transfer of records to the National Archives.

RECOMMENDATION 2: BLM should work with NARA to produce a listing of the location of the major series of land status records of interest to the State offices in order to allay anxiety among BLM staff about access to their records. Such a list (rather than a complete inventory) should be completed with dispatch and should pinpoint those series and finding aids of greatest interest to the BLM staff, and indicate their specific location.

RECOMMENDATION 3: The transfer date of current cadastral records must be specified and agreed to by NARA and BLM. A possible solution is to require that a third copy of the survey plat always be produced and scheduled for transfer to the National Archives after a specified number of years.

RECOMMENDATION 4: The State offices, including Wyoming and Colorado, need to allocate staff and time to complete the process of separating out the cancelled or relinquished serial case files for transfer to the National Archives. A final issue relating to transfer of records is the problem of mixed accessions in the FRC's. Cancelled or relinquished serialized case files, which are now appraised as permanent, are in some cases interfiled with nonpermanent material. The records management staff is aware of the affected accessions and is concerned to expedite and ensure the correct disposition. In the process of separating the files, it is important that these records remain in original serial order, organized as one series under each land office.

II.3 Microfilming and Preservation

As part of its efforts to protect and preserve these land status records, BLM has a well-developed microfilming program and is currently estabishing a program for preservation and disaster assistance. The microfilming is primarily done at the DSC, although some microfilming is done by the individual State offices. The microfilm lab at Denver does archival quality filming, for much of which the lab keeps the master, which serves as the security copy. All of the film is scheduled, but as a temporary record. Only the paper has been appraised as permanent.

Adequate and indexed film of cadastral plats and field notes not only provides security and preservation, but also offers a means to reduce the need for BLM to retain older originals or borrow them back from the National Archives. Most of the survey plats have been filmed, but some of the film for the older plats is less than adequate, because of faded annotations, color markings, etc. One possible, partial solution would be for cadastral officials to redraw some of

these older plats on mylar to allow adequate filming.

A project is currently underway to film all the field notes by township and to produce an updateable index on computer output microfilm. A previous effort to film these records by volume provided a needed security copy but was done too quickly to provide adequate copies for actual use, since marginal and faded material was often lost. The current program involves, when necessary, filming enhanced copies and unbinding the volumes to prevent loss of information in the margins. When this program is completed, older sets of field notes, such as the complete set of original field note volumes in the Wyoming State Office dating back to 1870, can be transferred to the National Archives.

BLM deserves high marks for its recent efforts to develop a preservation program and to prepare for potential disasters. Even in those State offices in which most older series have been turned over to NARA, BLM still retains many old documents and files that are a part of currently active cases. The staff is being educated in basic rules for handling and repairing these documents, and particular techniques for protecting older records are being investigated.

In addition, a disaster recovery handbook is being developed. Disaster assistance techniqes have already been usefully applied by State personnel. For example, in the case of a freak thunderstorm in Wyoming in 1985 that soaked some older GLO plat books as well as the CDI, quick and effective action prevented a significant loss of records.

RECOMMENDATION 5: BLM should continue allocating resources to its preservation and disaster recovery programs.

II.4 The Automated Land and Mineral Record System (ALMRS)

The high cost of preserving, maintaining, and storing a large volume of paper records, many of which are already old and decaying, was one of the factors in BLM's decision to develop ALMRS, an automated system for maintaining land and mineral status information. The current system is also highly labor intensive - it can take up to 32 hours to redraw a plat. BLM's objectives for its automated system are to reduce records management costs, improve information access, streamline queries, and provide faster case processing. Because of its size, complexity, and potential use and value, ALMRS has been designated a 1988 Presidential Priority System by the Office of Management and Budget.

Essentially, ALMRS will process, maintain, and generate in automated, enhanced, and easily accessible form the information currently maintained on the MTPs and the HIs, along with other land use data, and at the same time effectively integrate records with resource data. The system will enhance comprehensive land management by allowing more effective case adjudication, resource support, public inquiry response, and historical recordkeeping. ALMRS will be a distributed processing system and will be available for use, in part, by other Federal agencies as well as the public. In its broadest conception, an integrated land information system will be produced in which ALMRS will be linked with a geographical information system, by means of a geographic coordinate data base.

The planned implementation date for the system is 1993. Currently, both the Wyoming and Colorado State Offices are running automated case recordation systems, which are a first step in automated processing and which will eventually be absorbed into the larger system. The entry of land status information into the computer from the MTP's, HI's, and the CDI (and other documents as necessary) is being done on contract in both these States and three others, with BLM providing quality assurance.

ALMRS will be an enormously complex system. It presents a major challenge and opportunity to both BLM and NARA in terms of the maintenance and preservation of archival records: those produced electronically by the system, those made obsolete by the system, and those that document the creation and implementation of the system.

First, although certain records will still be produced in paper format under the planned system, such as the survey plats and field notes, other permanent information will very likely exist only in electronic form, particularly since one of BLM's purposes with this system is to reduce the volume of paper it must maintain. (The Office of the Solicitor in the Department of the Interior has formally given the opinion that once the land status records, as distinct from the control documents, are produced in automated form, the paper records no longer need to be maintained.) At the same time, BLM is talking about an enormously large and complex system (the software alone will require 2 gigabytes of storage). This will make it extremely difficult, if not impossible, for NARA to accession software independent databases that can be referenced in any meaningful way.

The BLM system has the potential to be closely tied in with the work of other Federal agencies such as the National Park Service, the U.S. Geological Survey (USGS), the Soil Conservation Service, the Department of Transportation, and

others. It is also of strong interest to many State and local governments. It raises the problem of protecting proprietary data, which needs to be dealt with at an early stage.

Second, once land status information is automated, the HI and MTP no longer need to be maintained in manual form. These are permanent records, although they are not being transferred to the National Archives now because of continuing use. The originals cannot be destroyed and should be transferred to the National Archives. However, a potentially large volume of records is involved. In Wyoming's jurisdiction, for example, there are 2,800 townships, each having generally 12 pages of HI's and MTP's. At a minimum, there would be 33,600 oversize documents for this State office alone.

The planning for the disposition of these paper records must consider where and when they will be transferred, whether transfer of the microfilm would be preferable (and it should therefore be scheduled as permanent), and so forth. There are preservation problems that need to be considered as well since the mylar copies of the MTP are ammonia based as a result of being produced off the vellum by a diazo process. Care must be taken to ensure that this material is not destroyed without authorization.

Third, this planning should include the transition material created in the process of automating the information. Various intermediate status sheets, as well as copies of original material, are being used by the contractor to enter information in machine-readable form. Although these records are probably not permanent, important issues of protecting individual rights and interests are present, since these records represent the consolidated information about land ownership, mineral rights, etc. that is being entered into the computer. These paper records must be retained for a certain amount of time to assure technical and legal backup for the system in its early period, in case problems develop and information is lost or it is necessary to trace back from the electronic format to the original paper documents.

It is important to note that this process of automating the land status information will involve a verification, when necessary, of information being entered into the computer. Consequently there will be an increased need during this process to refer to older records already in NARA to ensure that the current information is accurate and sufficiently documented. The necessity to resolve the issues of BLM's requirements for copies and loans prior to full conversion is critical.

The BLM records managment staff is planning to coordinate with the ALMRS managers to ensure that many of the issues mentioned in this report are addressed. NARA's early involvement would provide added incentive, support, and archival expertise, and would ensure that the scheduling and documentation will satisfy NARA standards, and that the permanent electronic records can eventually be accessioned into NARA.

RECOMMENDATION 6: A joint task force should be formed, consisting of representatives from BLM's ALMRS and records management staffs, and from NARA. This task force should work to establish the appropriate disposition for the ALMRS and ALMRS-related records, to oversee planning for adequacy-of-documentation issues in implementing this system, and to ensure that NARA can eventually accession permanent electronic records from ALMRS.

III. OTHER ARCHIVAL RECORDS

III.1 Paper Records

a. Directives

The core documentation of the administrative and program activities of BLM is contained in the directives system. This system is particularly important because no BLM correspondence series are designated permanent. On the whole, this system is excellent, although some permanent correspondence is needed to document agency activities effectively. The directives system consists of manuals, handbooks, information bulletins (IB's), and instruction memorandums (IM's). All of these are coded according to the agencywide filing system, microfilmed, and indexed. Directives are produced by the Washington Office, by the DSC, by the State offices, and (rarely) by local offices. Original directives are retired to the FRC's as permanent from all these locations.

The records management staff has plans to look at this system closely to see if any improvements can be made, and several points should be considered. First, a great deal of ephemera is absorbed into the system, such as announcements of savings bond drives or per diem rate changes. These notices make their way into the National Archives along with more substantive reflections of new policy directions. The records management staff is aware of this, and any revision of the system should, if possible, allow for the simple separation of archivally permanent from temporary material.

Second, not all offices are retiring the index along with the records. Without the index, which is produced in paper form, the records will be very difficult to use. To emphasize this point the records schedule must specify that the paper index is also permanent and should be retired to an FRC and transferred to the National Archives in conjunction with the appropriate directives.

Third, there is much duplication in the system at the State and local level. The Washington Office and the DSC both retire only the directives that they produce. Although the State offices generally purge this material when retiring their own directives, they may reissue Washington directives, in a slightly modified form, for distribution to the field. (Directives from headquarters are sometimes required to be distributed to the district offices and resource areas, but often it is left to the discretion of the State office.)

RECOMMENDATION 7: As part of its review of the directives system, BLM should address the issues of ephemera and duplication within the system. It should specifically schedule and implement the transfer of the paper index along with the directives.

RECOMMENDATION 8: The records management staff, working in conjunction with the NARA appraisal archivist, should supplement the directives system by identifying agency correspondence that should be scheduled for permanent retention.

b. Publications and Graphic Materials

BLM has an extensive publications program. The publications document the range and scope of Bureau activities and have considerable informational value. Pamphlets, magazines, weekly calendars, posters, and annual reports are produced by public affairs offices in Washington and in the State offices. States, districts, and resource areas produce habitat and resource management plans and environmental impact statements, as well as other technical and scientific reports. BLM's Cadastral Survey publishes authoritative works on surveying history and techniques.

According to the BLM schedule, a copy of all BLM publications should be retired to an FRC in 5-year blocks and eventually transferred to the National Archives. Although transfers have taken place, they have not been handled in a systematic fashion. BLM has no effective records management control over its publications: they are not being systematically collected in any central location, nor systematically maintained by the offices that produce them. In the cases of shared responsibility, as when the districts are supporting or supervising the work of the resource areas, for example, it is not clear which office is responsible for maintaining the permanent copy.

BLM has a Printed Material Distribution Center in Denver, but this center only distributes, on the basis of stock number, the most frequently requested publictions. Both the Colorado and Wyoming State Offices have libraries, as does the DSC, but none of these offices systematically receives or collects BLM publications and graphic materials. Some BLM publications are distributed by the Government Printing Office (GPO) or the National Technical Information Service. Currently, there is no assurance that this important documentation is being saved for eventual transfer to the National Archives.

RECOMMENDATION 9: The Bureau should implement a program for controlling and collecting publications and graphic materials. The individual offices that produce this material need to be made aware of their responsibilities in this area, and the source of the permanent copy must be made clear. Formally designating and enforcing a number of interim collecting points, such as the libraries in each State office and the DSC library, rather than depending on a number of scattered individual offices, is one way to ensure collection and transfer.

c. Minerals Management Service and Other Unscheduled Records

An impetus for the recent records inventory as well as for improving publications management in BLM was the transfer of the responsibility for on-shore minerals management from the Minerals Management Service to BLM. (Most of the Minerals Management staff who now work for BLM came from the USGS, which has the strongest publications program in the Department of the Interior.)

In acquiring functions, BLM acquired records as well, none of which is currently scheduled. Some of these records, including maps, are potentially permanent. As well as more recent material, the Bureau historian, located in Denver, has in his possession a considerable volume of older records, some dating back to the early part of this century. The historian acquired them from a former minerals management employee now in the Washington office of BLM. The historian is using some of these records for his research for the Justice Department in support of litigation in which BLM is involved. In additon to minerals management, BLM also has other unscheduled records (see the appendixes) that are potentially permanent.

RECOMMENDATION 10: BLM should schedule and review for transfer its unscheduled minerals management records as well as other unscheduled but potentially permanent records located during the inventory process.

d. Schedule Implementation

In addition to the unscheduled records, a number of other series of records require special attention. Although no correspondence series are currently designated as permanent, other files of special interest are saved for permanent retention. Series such as committee and conference files,

and records of cooperative relations are scheduled for transfer to the National Archives. Although these records are generally being maintained, they are not always being systematically transferred.

Cooperative agreements, for example, are maintained in both the Colorado and Wyoming State Libraries, but are not being sent to the FRC because the volume is not large. It is not clear which agreements are still in force, and therefore must be maintained, and which can be transferred. It is also not clear if these are the permanent copies. Similarly, some agency correspondence is put in "pink files," the indicator that it is of long-term value and interest to the agency, but these files are not transferred in any systematic manner.

In the case of advisory committees, in which private citizens advise Bureau officials on the use and management of public lands, some material is retained locally and some in the Washington office, where there are advisory committee files with documents going back to 1934. These Washington files are well-organized and maintained but are not being transferred to the National Archives. Sometimes a small volume of permanent records may legitimately need to be retained because of continued use and reference. In such cases, special care should be taken to ensure that these records are not lost or destroyed.

Budget estimate and justification files are also being well maintained in the Washington Office, but in recent years these have not been sent to the records center for eventual transfer to NARA's custody. Even permanent records that are routinely cut off and sent to the records center, as is the case with many series in BLM, can fall into the care of custodians who do not understand which records are permanent and what must be done with these records.

Because of the Bureau's decentralization, and multiple levels interacting in the field, confusion about who is maintaining the permanent record arises over and over again, for all types of records. With permanent engineering project files, for example, the permanent record seems to be at the district level, and sometimes at the resource area level; in fact, important information created at other levels does not get into the permanent file.

These examples of scheduled records that are not being handled according to the schedule raises the issue of schedule implementation. BLM's schedule is not an organizational one in which the records of specific offices are clearly identified, but rather a functional one organized like the General Records Schedules (GRS). This

schedule does have the advantage of facilitating the use of the GRS and making clear its relationship to BLM records.

However, the BLM schedule also has the quality of a procrustean bed: BLM's unique records are organized into categories that were developed by NARA for a different purpose. The difficulties of locating and matching the appropriate generic descriptions with specific series makes it harder for individual record custodians to apply the correct disposition to their records, particularly in this diverse and decentralized agency.

RECOMMENDATION 11: The BLM records management staff should review the schedule in order to determine if the GRS format effectively meets the Bureau's needs. Since the schedule will need revision as a result of the inventory, this review can be done as part of the revision process.

RECOMMENDATION 12: BLM should improve its schedule implementation by educating program officials and the custodians of permanent records about their responsibilities. Whatever the form of the schedule, the records management staff needs to provide information and training to program managers and records custodians on the importance and use of the schedule and its application to records in individual offices. Particularly with a functional schedule, the staff should also identify permanent records in each office, and notify the custodian, a process that the inventory results will facilitate. It needs to be made clear who is responsible for maintaining permanent records and transferring them to NARA, and what this responsibility entails.

RECOMMENDATION 13: BLM should consider marking all permanent series in order to ensure their protection and eventual transfer to the National Archives. With paper records, specially marked and colored file folders, drawer labels, or cover sheets could be used to indicate that these records must not be thrown out and that the agency records officer or the National Archives should be contacted if there is any question about their disposition.

III.2 Audiovisual Records

Problems of schedule implementation apply, of course, to records other than paper. In fact, they apply with even greater urgency, since audiovisual and other special records are more vulnerable to neglect and the depredations of time. Photographs, for example, that remain in agency custody without appropriate care and protection may eventually become damaged or unusable. Prompt transfer of permanent

audiovisual records to the National Archives could prevent these problems. BLM's audiovisual records, as well as it's publications, provide crucial documentation of agency activities. These records are not being adequately managed in accordance with the regulations provided by NARA in 36 CFR 1232 and 1228.184.

The Public Affairs Office in Washington has a large collection of still pictures, videos, audiotapes, slide-tape shows, production files, and some motion picture film. (Most of the film is stored in private laboratories.) The still pictures and videos have some finding aids of varying quality, the audio material has none. The collection includes records produced in the field, as well as headquarters records, but there is no system in place by which field records are being systematically collected in this office. All of these records, except the audiotapes and slide-tape shows, are scheduled under several general items in the records schedule, but there are no plans to transfer any to the National Archives.

Some of these records are probably not permanent, some have clear, current use but should be tracked by NARA for eventual transfer, and some should be transferred as soon as possible. In the last category are, for example, a collection of approximately 12,000 black and white negatives that date from the 1930's to the 1970's, and several motion pictures that are not in NARA's collection. The custodian of these audiovisual records in Washington is conscientious and knowledgeable, but he has a small, inadequate facility with no temperature or humidity controls, and the assistance of only one part-time staff member.

There are similar problems with the collection and maintenance of audiovisual records in the field. The Technology Transfer Staff in the DSC maintains a large collection of videos, going back approximately 5 years, including the video magazine it produces for the cadastral function entitled 'Random and True.' These videos are maintained in office space with no climate control or special protection and no backup copies elsewhere. This office also has production files and a multimedia slide show. A collection of color slides and black and white photographs with no captions is haphazardly maintained in a small closet-like room.

Still photography in the State and local offices sometimes ends up in the desks of individual staff members or as part of individually maintained collections, sometimes makes its way into office series, and sometimes is inserted into case files. In the Colorado State Office, for example, a staff member with a special interest in photography had at his

desk approximately a thousand black and white negatives, filed by the subject function code, covering the period 1951 to 1980. In the Resource Area, prints (usually color) were generally put in the case file and the negatives in drawers. There was also a small closed collection of about 200 color photographs and index cards, with negatives thrown in, in two small drawers and approximately 500 slides in binders going back to the late 1970's.

RECOMMENDATION 14: BLM must improve the management of its audiovisual records to ensure adequacy of documentation and the timely transfer of permanent records to the National Archives. BLM's management of these records needs to be brought into compliance with NARA's requirements for audiovisual records management and transfer of records in 36 CFR 1232 and 1228.184. For example, all of BLM's potentially archival photographic records should be located and stored under better environmental conditions in archival quality containers; color photographs are particularly unstable. Because of the instability of acetate negatives, BLM needs to survey its negatives for the period 1930-55 and either transfer them to the National Archives or at least duplicate them. Older photographic material in the Public Affairs Office in Washington needs to be transferred to NARA. Even if BLM is not ready to transfer them to the National Archives, the videos in Denver would be better protected in the nearby records center. The appropriate prints and documentation of BLM motion pictures need to go to the National Archives; it is not uncommon for commercial laboratories to go out of business and an agency to lose track of its stored records. In addition, an essential ingredient for BLM's improved management of audiovisual materials is a program for educating the staff in the importance of the proper care and maintenance of these records (see recommendation 12).

III.3 Cartographic and Related Records

Cartographic records present the same kinds of problems as audiovisual material and publications. The Bureau produces a large volume of maps in different series and scales, some of which are free standing and some of which are included with Bureau publications, such as Environmental Impact Statements, Habitat Management Plans, and Resource Management Plans. Maps are produced both electronically and traditionally, primarily at the DSC or the State level, and sometimes at the local level depending on the varying capabilities of the State and local offices.

Although published maps are scheduled as permanent, and the agency has a highly professional cartographic staff that

recognizes the importance of these records, the records are not being systematically preserved for transfer to the National Archives. Given BLM's mission, this raises serious adequacy-of-documentation issues. In Wyoming, for example, the plates and tapes from which maps are produced are systematically preserved, but not the published maps. A primary purpose of mapping is for the publications mentioned above, and if an effective publications management program were in place, these maps would be included. Nonetheless, efforts must be made to ensure that other maps are being systematically retained since confusion about who is responsible for keeping a permanent copy is very marked in the cartographic area.

The electronic production of maps is another complicating factor. The Bureau has a digitized Geographical Information System (GIS) that does cartographic modeling, and there are a number of automated systems throughout the Bureau that support cartography. Although many maps are still produced in the traditional manner, eventually all maps will be produced electronically. It is planned that the GIS will eventually be integrated into ALMRS, but that will be sometime in the future.

In addition to maps, the Bureau also produces aerial photography and remote sensing records, though on a smaller scale than the cartographic material. Although these records are scheduled, they are not being systematically transferred to the National Archives.

Aerial photography, produced by a number of locations in BLM, has been partially maintained in the agency for 10 to 15 years. The films are stored in air-conditioned space but some of them are still in metal cans, and there are no safety copies. Remote sensing is a small operation, located in the DSC, which receives digitized tapes from the French Satellite SPOT and from Landsat. The staff uses a special computer to register the information to map data and to do enhancements. Various paper products are generated, and the staff tries to encourage the use of remote sensing information in BLM State and local offices. The Office of Remote Sensing controls about 1,000 original tapes and 1,000 derivative ones stored in this office and offsite. The paper products, which are not being systematically preserved, are vulnerable to direct sunlight.

RECOMMENDATION 15: BLM must implement a more effective program for the management of cartographic and related records, in order to ensure adequacy of documentation and the transfer of the permanent records to the National Archives in accordance with 36 CFR 1228.186.

RECOMMENDATION 16: BLM needs to work with NARA on scheduling automated cartographic systems since they are Federal records. Also, NARA may be interested in finding ways to accession the database of information as well as any published maps that result (see recommendation 17).

III.4 Electronic Records

BLM does not systematically verify, recopy, and rewind its older computer tapes nor in general implement NARA's ADP records management requirements in 36 CFR 1234 and 1228.188. One result is that the cartographic data base and the remote sensing tapes, which are often retained in lieu of printed or published material, are vulnerable to deterioration. The DSC tape library acts only on instructions from the program offices whose records it maintains and who assign the retention. It cleans and certifies on an annual basis only obsolete tapes. The NARA team found only one office and one official, a cartographer in Wyoming, who was sytematically recopying his tapes on a regular basis.

The DSC tape library is almost filled - it has 14,999 tapes with a 15,999 capacity - and many tapes have been there so long that no one knows what is on them or can determine their disposition. The ADP staff has only recently begun asking for a retention date on tape output in newly designed systems. The library is located in a building in the Denver Federal complex where there are frequent problems with the air-conditioning system.

There are clearly electronic records in BLM that are potentially permanent. In addition to the cartographic and remote-sensing tapes, for example, the Bureau maintains a tracking system for the research and development projects it funds, and some field notes are being produced by an automated system that can be carried into the field. (Although the field notes will still be produced in hard copy for the forseeable future, the added manipulability is worth evaluating.) The Public Affairs Office in Washington seems to keep certain potentially permanent files only on disks.

RECOMMENDATION 17: BLM needs to establish a more effective system for the maintenance and preservation of its permanent magnetic tapes by bringing its program for managing electronic records in compliance with NARA requirements. The agency also needs to work with NARA to produce a more current schedule of its electronic records.

IV. THE EASTERN STATES OFFICE

1V.1 Description

The BLM's Eastern States Office (ESO) is located in Alexandria, Virginia, in a commercial complex not far from NARA's Pickett Street facility. One of the 12 State offices, the ESO is unique in many respects. (The other State office with many unique features is in Alaska.) The ESO is responsible for 31 States: the 13 eastern public domain States for which land status records dating back to the GLO are maintained, and the 18 non-public-domain eastern States, including the original 13 colonies, for which the Federal Government has only acquired land. For the public domain States, the ESO has its traditional responsibility for managing the public land - 67,000 acres in Minnesota and scattered tracts throughout the others - and for all 31 States it is responsible for mineral leasing, oversight of mineral operations, and general Bureau planning activities.

Because it did not undergo the records modernization program in 1955, the ESO still uses, and annotates, the tract books. These tract books, of which there are about 1,500 are used on a daily basis. In addition, approximately 9,300 bound volumes of patents are also in use. (The tract books and serial patents have been microfilmed, but lack of indexing makes the microfilm difficult to use, and the original records are almost always used.) Because the ESO has no MTPs or HIs, it is maintaining in active use older records, some going back to the beginning of the last century.

In addition to its mineral responsibilites, the ESO does a large volume of work in providing title information and in adjudicating title conflicts that have arisen in relationship to original patents. The ESO has also served, for part of its history, as the recordkeeping arm of BLM headquarters, so it maintains the headquarters copy of survey plats and field notes for some western States, as well as those States that are its own responsibility. (The field notes and plats for the closed land States including Illinois, Indiana, Iowa, Kansas, Missouri, and Ohio were sent, however, to the National Archives.) It has in addition a number of miscellaneous collections of older maps, special indexes, and finding aids.

The most crucial and urgent issue in relation to these records, as officials of the ESO are aware, is inadequate maintenance and preservation. The ESO does have a small preservation laboratory, which does rebinding and other preservation work, but the records are in uneven condition: many are in reasonably good shape given their age and use,

but some are not. The ESO's commercial neighbors increase the possibility of fire damage, and the facility has no fire walls or fire-rated doors, and has a sprinkler system that would cause severe damage to the records stored on open shelves. The records undergo constant use, and all the records storage areas - the cadastral room, the patent room, and the public room - are open to the public. At the same time, archival standards for climate control are not being met (in fact, the heating and air-conditioning are regularly reduced in the evenings and weekends).

The ESO recently contracted with an engineering company, Stone and Webster, to study the ESO operations, facilities, and records, and make recommendations. Stone and Webster recommended immediate measures for better protection of the records, and the implementation of an effective system for microfilming and indexing the original records to allow their retirement from use. Currently, the ESO is planning to microfilm the GLO patent records and at the same time to provide indexing by abstracting and entering into ALMRS the information from the patents, the tract books, and other conveyance and title material. Effective indexing will allow the tract books and other older material to be taken out of circulation. (Stone and Webster did not recommend the use of an optical disk system, but apparently this option is still being considered by the ESO and ALMRS staff.) The ESO is also talking about a new archival quality facility to provide public and reference use of the film and appropriate storage of the records.

IV.2 The Agency Archives Issue

Most of the records management problems already discussed - inadequate publications and audiovisual records management, difficulties with schedule implementation, etc. - apply to the ESO. Because of the heavy concentration of work in title adjudication, this office often needs material from the National Archives, where many of the older patent case files are located, and often faces uncertainty about what records are located where.

The problem that the ESO presents to NARA is that it is essentially functioning as an agency archives. In other words, it provides archival services in relation to older records that could appropriately be provided by NARA. The ESO, with its system of recordkeeping that dates back to the beginning of the 19th century, brings into sharp focus the conflict between BLM's continuing responsibility to maintain information about the public domain and NARA's role as the repository for the older archival records of the Federal Government.

Some series of archival records in the ESO, e.g., certain older maps and townsite plats, are not in current use. They could and should be transferred to the National Archives in the near future. But for many of the older land status records, BLM's claim has legitimacy as the situation now stands. These valuable records do need to go out of daily use as soon as possible, but not until they are filmed and indexed. Once this has occurred, however, NARA could legitimately accession the records. NARA has both the facilities to store and preserve them and the official responsibility for older archival records no longer in use. NARA could make the originals available to BLM and the public when necessary.

One of the important arguments for NARA's role as the centralized archival facility for the Federal Government is that this avoids duplication of specialized facilities and staff and utilizes the expertise that results from NARA experience with a broad range of records representing all branches of the Government. NARA is also in the process of planning for a new facility. For these reasons, it would be preferable for BLM and the research community to use NARA's archival facilities and services rather than have BLM build its own new archival facility.

RECOMMENDATION 18: BLM must improve the maintenance and preservation of the older archival records retained in its Eastern States Office, particularly in terms of upgrading the facility and taking older records out of use. BLM should work with NARA to identify older records that can be transferred to the National Archives in the near future. The most likely candidates for transfer are older records that have already been microfilmed and indexed and older records that are used infrequently and are not scheduled for future microfilming. Any new arrangements made for the housing of these records should meet with NARA's approval.

RECOMMENDATION 19: BLM should involve NARA in any decisions about the appropriate long-term archival preservation of the Eastern States records. Clearly, this is a complex and sensitive issue since these records have been in the custody of the Bureau for many years. As a first step in sorting out this problem, it would be useful if representatives from NARA and from the BLM could begin to discuss how to ensure the maintenance and preservation of these records in a way that meets the needs and the legal responsibilities of all parties.

V. SUMMARY OF RECOMMENDATIONS FOR BLM

This is a summary listing of the recommendations for BLM to improve the management and disposition of its permanent records. These recommendations are discussed more fully in the first four parts of this report. The final recommendation refers to the transfer of records listed in Appendix A.

1. BLM needs to determine whether the new NARA loan policy effectively meets its information needs and to keep NARA informed of any difficulties that may arise. As soon as possible, based on this determination and the resolution of the appropriate retention period for cadastral records, BLM should lift the moratorium on the transfer of records to the National Archives.

2. BLM should work with NARA to produce a listing of the location of the major series of land status records of interest to the State offices in order to allay anxiety among BLM staff about access to their records.

3. The transfer date of current cadastral records must be specified and agreed to by NARA and BLM.

4. The State offices, including Wyoming and Colorado, need to allocate staff and time to complete the process of separating out the canceled or relinquished serial case files for transfer to the National Archives.

5. BLM should continue allocating resources to its preservation and disaster recovery programs.

6. A joint task force should be formed, consisting of representatives from BLM's ALMRS and records management staffs, and from NARA. This task force should work to establish the appropriate disposition for the ALMRS and ALMRS related records, to oversee planning for adequacy-of-documentation issues in implementing this system, and to ensure that NARA can eventually accession the permanent electronic records from ALMRS.

7. As part of its review of the directives system, BLM should address the issues of ephemera and duplication within the system. It should specifically schedule and implement the transfer of the paper index along with the directives.

8. The records management staff, working in conjunction with the NARA appraisal archivist, should supplement the directives system by identifying agency correspondence that should be scheduled for permanent retention.

9. The Bureau should implement a program for controlling and collecting publications and graphic materials.

10. BLM should schedule and review for transfer its unscheduled minerals management records, as well as other unscheduled but potentially permanent records located during the inventory process.

11. The BLM records management staff should review the schedule in order to determine if the GRS format effectively meets the Bureau's needs.

12. BLM should improve its schedule implementation by educating program officials and the custodians of permanent records about their responsibilities.

13. BLM should consider marking all permanent series in order to ensure their protection and eventual transfer to the National Archives.

14. BLM must improve the management of its audiovisual records to ensure adequacy of documentation and the timely transfer of permanent records to the National Archives. BLM's management of these records needs to be brought into compliance with NARA's requirements for audiovisual records management and transfer of records in 36 CFR 1232 and 1228.184.

15. BLM must implement a more effective program for the management of cartographic and related records, in order to ensure adequacy of documentation and the transfer of permanent records to the National Archives in accordance with 36 CFR 1228.186.

16. BLM needs to work with NARA on scheduling automated cartographic systems since they are Federal records. Also, NARA may be interested in finding ways to accession the database of information as well as any published maps that result.

17. BLM needs to establish a more effective system for the maintenance and preservation of its permanent magnetic tapes by bringing its program for managing electronic records in compliance with NARA requirements. The agency also needs to work with NARA to produce a more current schedule of its electronic records.

18. BLM must improve the maintenance and preservation of the older archival records retained in its Eastern States Office, particularly in terms of upgrading the facility and taking older records out of use. BLM should work with NARA to identify older records that can be transferred to the National Archives in the near future.

19. BLM should involve NARA in any decisions about the appropriate long-term archival preservation of the Eastern States records.

20. BLM should propose for transfer to NARA, as soon as possible, all the records series listed in Appendix A.

APPENDIX A

The following records should be proposed by BLM and evaluated by NARA for transfer to the National Archives in the near future. If they are appraised as permanent but cannot be so transferred, they will be tracked for eventual transfer.

Some of these records are unscheduled, and some are scheduled but under very general authorities. All will require review by the NARA appraisal archivist and/or the the appropriate custodial units before a final determination of their disposition can be made.

A number of these records are continuing series. For the purpose of this report the end date has been indicated as 1987, which is when this evaluation took place.

ARCHIVAL OR POTENTIALLY ARCHIVAL RECORDS IN AGENCY CUSTODY

AGENCY: Bureau of Land Management

SERIES: Coal Classification Plats

SERIES DATE: 1906 to 1940

SERIES DESCRIPTION:
Coal classification plats which may contain information never transferred to the Master Title Plats. Originally done by the U.S. Geological Survey, these plats include information such as the price of coal land, since prior to 1920 coal was sold and not leased.

VOLUME: approx. 40 volumes

LOCATION: Denver Service Center

CONTACT: Jim Muhn, Historian FTS 776-6645

SCHEDULED(Y/N): NO

COMMENTS:
This series, and others in his custody, are being used by the historian to write a history of Federal coal land policy prior to 1920 for the Justice Department for use in litigation relating to the Navaho Indians. According to the Historian, these records are in active use by geologists. Six volumes from Wyoming are missing. (see BLM evaluation report Part III.1c)

SOURCE: BLM evaluation

ENTRY DATE: 03/11/88

TICKLER DATE: 03/01/89

ARCHIVAL OR POTENTIALLY ARCHIVAL RECORDS
IN
AGENCY CUSTODY

AGENCY: Bureau of Land Management

SERIES: Classification Index Cards

SERIES DATE: 1906 to 1940

SERIES DESCRIPTION:
Index cards, arranged by state, township and range, which supplement coal classification plats. The cards contain information about classifications including coal, oil, phosphate, and petroleum. Included are actions taken, when withdrawn, and when reinstated. The cards include plat drawings with colored sections to show the classifications.

VOLUME: approx. 20 drawers

LOCATION: Denver Service Center

CONTACT: Jim Muhn, Historian FTS 776-6645

SCHEDULED(Y/N): NO

COMMENTS:
These cards essentially provide a short history and index to the early classification program. They accompanied the coal books, but no books have been found for the other mineral classifications. (see BLM evaluation report, Part III.1c)

SOURCE: BLM evaluation

ENTRY DATE: 03/11/88

TICKLER DATE: 03/01/89

ARCHIVAL OR POTENTIALLY ARCHIVAL RECORDS
IN
AGENCY CUSTODY

AGENCY: Bureau of Land Management

SERIES: Withdrawals and Reservations

SERIES DATE: 1906 to 1920

SERIES DESCRIPTION:
A USGS record set of withdrawals and reservations for coal, petroleum, and phosphates. Includes 14 volumes for coal, three for petroleum, and one for phosphates.

VOLUME: 18 volumes

LOCATION: Denver Service Center

CONTACT: Jim Muhn, historian FTS 776-6645

SCHEDULED(Y/N): NO

COMMENTS:
The volumes are not in good condition, particularly those dating from before 1910. Copies of these records exist in other record groups: R.G. 48 because the Secretary of the Interior approved withdrawals and R.G. 49 because the GLO would get a copy. These records were created in USGS and were brought to BLM by a former USGS employess. NARA may want to consider accessioning them into R.G. 57. (see BLM evaluation report, Part III.1c)

SOURCE: BLM evaluation

ENTRY DATE: 03/11/88

TICKLER DATE: 03/01/89

ARCHIVAL OR POTENTIALLY ARCHIVAL RECORDS
IN
AGENCY CUSTODY

AGENCY: Bureau of Land Management

SERIES: Coal Land Withdrawals by State

SERIES DATE: 1906 to 1960

SERIES DESCRIPTION:
Coal land withdrawals and restorations by state with back-up documentation including the GLO letter ordering the withdrawal.

VOLUME: 6 volumes

LOCATION: Denver Service Center

CONTACT: Jim Muhn, Historian FTS 776-6645

SCHEDULED(Y/N): NO

COMMENTS:
Some of the background documentation can be found in other places, but this series conveniently locates it in one place. The records were brought from USGS to BLM and possibly should be accessioned into R.G. 57. (see BLM evaluation report Part III.1c)

SOURCE: BLM evaluation

ENTRY DATE: 03/11/88

TICKLER DATE: 03/01/89

ARCHIVAL OR POTENTIALLY ARCHIVAL RECORDS IN AGENCY CUSTODY

AGENCY: Bureau of Land Management

SERIES: Coal Land Classification Circulars and Orders

SERIES DATE: 1906 to 1920

SERIES DESCRIPTION:
Coal land classification circulars and orders which supplement missing material in other records.

VOLUME: 2 volumes

LOCATION: Denver Service Center

CONTACT: Jim Muhn, historian FTS 776-6645

SCHEDULED(Y/N): NO

COMMENTS:
Records were brought to BLM from USGS and possibly should be accessioned into R.G. 57. (see BLM evaluation report, Part III.1c)

SOURCE: BLM evaluation

ENTRY DATE: 03/11/88

TICKLER DATE: 03/01/89

ARCHIVAL OR POTENTIALLY ARCHIVAL RECORDS
IN
AGENCY CUSTODY

AGENCY: Bureau of Land Management

SERIES: Railroad Land Grants

SERIES DATE: 1908 to 1920

SERIES DESCRIPTION:
Railroad land grants for the Northern and Southern Pacific Railroads, with USGS correspondence relative to investigations of whether mineral rights were assigned or not.

VOLUME: 1 volume

LOCATION: Denver Service Center

CONTACT: Jim Muhn, historian FTS 776-6645

SCHEDULED(Y/N): NO

COMMENTS:
Records were brought to BLM from USGS and possibly should be accessioned into R.G. 57. (see BLM evaluation report, Part III.1c)

SOURCE: BLM evaluation

ENTRY DATE: 03/11/88

TICKLER DATE: 03/01/89

ARCHIVAL OR POTENTIALLY ARCHIVAL RECORDS
IN
AGENCY CUSTODY

AGENCY: Bureau of Land Management

SERIES: Coal Maps

SERIES DATE: 1930's

SERIES DESCRIPTION:
Coal maps primarily for Oklahoma.

VOLUME: 1 volume

LOCATION: Denver Service Center

CONTACT: Jim Muhn, historian FTS 776-6645

SCHEDULED(Y/N): NO

COMMENTS:
Records were brought to BLM from USGS and possibly should be accessioned into R.G. 57. (see BLM evaluation report, Part III.1c)

SOURCE: BLM evaluation

ENTRY DATE: 03/11/88

TICKLER DATE: 03/01/89

ARCHIVAL OR POTENTIALLY ARCHIVAL RECORDS
IN
AGENCY CUSTODY

AGENCY: Bureau of Land Management

SERIES: USGS Classifications done on Indian Lands

SERIES DATE: 1912-1917

SERIES DESCRIPTION:
Reproductions of USGS classifications which were done on Indian lands.

VOLUME: 1 volume

LOCATION: Denver Service Center

CONTACT: Jim Muhn, historian FTS 776-6645

SCHEDULED(Y/N): NO

COMMENTS:
Records were brought to USGS from BLM and possibly should be accessioned into R.G. 57. (see BLM evaluation report, Part III.1c)

SOURCE: BLM evaluation

ENTRY DATE: 03/11/88

TICKLER DATE: 03/01/89

ARCHIVAL OR POTENTIALLY ARCHIVAL RECORDS
IN
AGENCY CUSTODY

AGENCY: Bureau of Land Management

SERIES: Holland Letters

SERIES DATE: 1924-68

SERIES DESCRIPTION:
Correspondence of a USGS official who was probably on a land classification board created around 1909, with which these letters are primarily concerned.

VOLUME:

LOCATION: Denver Service Center

CONTACT: Jim Muhn, historian FTS 776-6645

SCHEDULED(Y/N): NO

COMMENTS:
Records were brought from USGS to BLM and possibly should be accessioned into record group 57. (see BLM evaluation report, Part III.1c)

SOURCE: BLM evaluation

ENTRY DATE: 03/11/88

TICKLER DATE: 03/01/89

ARCHIVAL OR POTENTIALLY ARCHIVAL RECORDS
IN
AGENCY CUSTODY

AGENCY: Bureau of Land Management

SERIES: Geologists Reports

SERIES DATE: 1960's and 70's

SERIES DESCRIPTION:
Technical geologists reports such as core logs and analysis of core samples.

VOLUME: approx. 1 cubic foot

LOCATION: Denver Service Center

CONTACT: Jim Muhn, historian FTS 776-6645

SCHEDULED(Y/N): NO

COMMENTS:
These records were brought from USGS to BLM and possibly should be accessioned into R.G. 57. (see BLM evaluation, Part III.1c)

SOURCE: BLM evaluation

ENTRY DATE: 03/11/88

TICKLER DATE: 03/01/89

APPENDIX B

The following records will be tracked by NARA for eventual transfer to the National Archives when they are no longer needed for the regular current business of the agency.

Some of these records are unscheduled, and some are scheduled but under very general authorities. All will require review by the NARA appraisal archivist and/or the appropriate custodial units before a final determination of their disposition can be made.

These records are generally continuing series. For the purpose of this report the end date has been indicated as 1987, which is when this evaluation took place.

ARCHIVAL OR POTENTIALLY ARCHIVAL RECORDS
IN
AGENCY CUSTODY

AGENCY: Bureau of Land Management

SERIES: Historian's Final Reports and Drafts

SERIES DATE:

SERIES DESCRIPTION:
Copies of the historian's final reports (original is in justice litigation file), and original drafts when no litigation results, on investigations he has done for the Justice Department. These reports are primrily done for cases in which BLM is a party, although sometimes for cases in which GLO had some responsibility although BLM is not a party. He has worked on ten cases, many of which involve Indians and Indian lands.

VOLUME:

LOCATION: Denver Service Center

CONTACT: Jim Muhn, historian FTS 776-6645

SCHEDULED(Y/N): NO

COMMENTS:
These reports are protected as attorney work products. The historian is also working on a short (150 page pamphlet) history of BLM.

SOURCE: BLM evaluation

ENTRY DATE: 03/11/88

TICKLER DATE: 03/01/90

ARCHIVAL OR POTENTIALLY ARCHIVAL RECORDS
IN
AGENCY CUSTODY

AGENCY: Bureau of Land Management

SERIES: DSC Video Productions and Production Files

SERIES DATE: ca. 1982-1987

SERIES DESCRIPTION:
Master copy of some of the videos produced in the Denver Service Center. Inlcudes approximately 30-40 finished productions, primarily from the last three years. An example is "Random and True," the video magazine which the Technology Transfer Unit produces for the cadastral function. Along with each video production are are a couple of inches of production files.

VOLUME: approx. 30-40 video productions

LOCATION: Denver Service Center, Technology Transfer Unit

CONTACT: Hans Stuart FTS 776-6409

SCHEDULED(Y/N): YES

NUMBER: H-1272-1 21 36

COMMENTS:
Technology Transfer would like to eventually collect all videos produced by the Denver Service Center. The estimate of current use on the files they now have is perhaps once or twice a year. The records are haphazardly maintained with no climate control and no security copy anywhere else. They should be transferred to the records center after one year according to the schedule. (see BLM evaluation report, Part III.2)

SOURCE: BLM Inspection

ENTRY DATE: 03/14/88

TICKLER DATE: 03/01/91

ARCHIVAL OR POTENTIALLY ARCHIVAL RECORDS IN AGENCY CUSTODY

AGENCY: Bureau of Land Management

SERIES: Technology Transfer Photography

SERIES DATE:

SERIES DESCRIPTION:
Collection of color slides and black and white prints and negatives with no captions but some notes to indicate what is included.

VOLUME:

LOCATION: Denver Service Center, Technology Transfer Unit

CONTACT: Bob Ireland FTS 776-6409

SCHEDULED(Y/N): YES

NUMBER: H-1272-1 21 8

COMMENTS:
The records are poorly maintained without any apparent arrangement or control in drawers in a small room. Before these records can be appraised for possible transfer, the BLM staff needs to go through the collection and put it in better order. (see BLM evaluation report, Part III.2)

SOURCE: BLM Inspection

ENTRY DATE: 03/14/88

TICKLER DATE: 03/01/89

ARCHIVAL OR POTENTIALLY ARCHIVAL RECORDS
IN
AGENCY CUSTODY

AGENCY: Bureau of Land Management

SERIES: Engineering Drawings

SERIES DATE: 1960's to 1987

SERIES DESCRIPTION:
Engineering drawings primarily of material designed by the staff of the Denver Service Center. Inlcudes standard drawings which are reduced and made available to field offices as needed.

VOLUME: approx. 20 cubic feet

LOCATION: Denver Service Center, Engineering

CONTACT: L.J. Porter FTS 776-0119

SCHEDULED(Y/N): YES

NUMBER: H-1272 22 2a

COMMENTS:
These drawings are the originals, but are maintained as a separate series, rather than as part of the project files, which is how the schedule reads. Reduced copies are in the project files. The drawings are produced on paper and mylar, and are also reproduced as 35mm file in jackets.

SOURCE: BLM evaluation

ENTRY DATE: 03/14/88

TICKLER DATE: 03/01/93

ARCHIVAL OR POTENTIALLY ARCHIVAL RECORDS
IN
AGENCY CUSTODY

AGENCY: Bureau of Land Management

SERIES: Physical Science Project Files

SERIES DATE: 1965-1987

SERIES DESCRIPTION:
Physical Science R&D project files, consisting of approximately 30 to 40 projects.

VOLUME: 8 cubic feet

LOCATION: Denver Service Center, Physical Science

CONTACT: Ron Clark FTS 776-0154

SCHEDULED(Y/N): NO

COMMENTS:
These records were scheduled based on GRS 19/3 before it was withdrawn. The older records are consulted only rarely, and need to be offered and appraised in order to determine whether they should be transferred to NARA. BLM has an automated R&D tracking system maintained by the headquarters Resources Services Staff which provides an index to the newer records. (The tracking system was begun in 1984; the person to contact is Ron Kuhlman 653-9200.)

SOURCE: BLM evaluation

ENTRY DATE: 03/15/88

TICKLER DATE: 03/01/89

ARCHIVAL OR POTENTIALLY ARCHIVAL RECORDS
IN
AGENCY CUSTODY

AGENCY: Bureau of Land Management

SERIES: Remote Sensing Paper Outputs

SERIES DATE: 1978-1987

SERIES DESCRIPTION:
Paper products generated from remote sensing tapes. Approaching 1000 paper products have been produced to date and a representative sample has been saved. The paper products are developed from purchased remote sensing data for unique BLM uses such as trespass or marijuana on public land.

VOLUME:

LOCATION: Denver Service Center, Remote Sensing

CONTACT: Jim Turner FTS 776-6382

SCHEDULED(Y/N): NO

COMMENTS:
These records need to be appraised for possible transfer to NARA. They will quickly fade in ultraviolet light, and must be carefully stored. The Remote Sensing staff purchases remote sensing, develops possible BLM uses, and tries to sell these uses to the State Offices. (see BLM evaluation report, Part III.3)

SOURCE: BLM evaluation

ENTRY DATE: 03/15/88

TICKLER DATE: 03/01/89

ARCHIVAL OR POTENTIALLY ARCHIVAL RECORDS
IN
AGENCY CUSTODY

AGENCY: Bureau of Land Management

SERIES: Master Title Plats and Historical Indexes

SERIES DATE: from early 50's

SERIES DESCRIPTION:
Along with the control document index (not a permanent record), the MTPs and HIs make up the system for recording and maintaining land status information which replaced the tract books in all BLM State Offices except the Eastern States Office. (For a more detailed description see the BLM inspection report, Part II.)

VOLUME: At least 33,600 oversize documents for WY alone

LOCATION: All State Offices except Eastern States

CONTACT: Adrian Caufield 653-8853

SCHEDULED(Y/N): YES

NUMBER: H-1272-1 17 1a1,b1,4a1

COMMENTS:
These records are scheduled for transfer to NARA 12 years after filming. In fact they remian in current use until they are replaced and destroyed. NARA will need to determine whether these records should be accessioned when the information is electronically maintained in ALMRS. (for an extensive discussion of these records, see BLM evaluation report, Part II)

SOURCE: BLM evaluation

ENTRY DATE: 03/15/88

TICKLER DATE: 03/01/92

ARCHIVAL OR POTENTIALLY ARCHIVAL RECORDS
IN
AGENCY CUSTODY

AGENCY: Bureau of Land Management

SERIES: Andy Senti's Photography Collection

SERIES DATE: 1951-1980

SERIES DESCRIPTION:
A collection of black and white negatives, stored in jackets, collected and maintained by a staff member in the Colorado State Office with a special interest in photography. The records document the general activities of this office and are arranged according to the BLM subject function code.

VOLUME: approx. 1,000 negatives

LOCATION: Colorado State Office

CONTACT: Andy Senti FTS 776-1768

SCHEDULED(Y/N): YES

NUMBER: H-1272-1 21 8

COMMENTS:
These photographs were collected by an individual staff member and are kept at his desk. (see BLM evaluation report, Part III.2)

SOURCE: BLM evaluation

ENTRY DATE: 03/16/88

TICKLER DATE: 03/01/89

ARCHIVAL OR POTENTIALLY ARCHIVAL RECORDS
IN
AGENCY CUSTODY

AGENCY: Bureau of Land Management

SERIES: Water Power Classification Files

SERIES DATE:

SERIES DESCRIPTION:
Records generated and collected as part of the process of making engineering evaluations of potential dam sites to see if it is appropriate to make a formal withdrawal of the land. These records tie in with work done by the Federal Energy Regulatory Commission which can make a protective withdrawal of any public land. The evaluation records are arranged according to site. Approximately one third of the records is a collection of published documents relating to dam sites, and the rest of the material results from the evaluation process.

VOLUME: approx. 40 cubic feet

LOCATION: Colorado State Office

CONTACT: Joe Kuka FTS 776-1794

SCHEDULED(Y/N): NO

COMMENTS:
These records came to BLM from the Mineral Management Service. (see BLM evaluation report, Part III.1c)

SOURCE: BLM evaluation

ENTRY DATE: 03/16/88

TICKLER DATE: 03/01/92

ARCHIVAL OR POTENTIALLY ARCHIVAL RECORDS
IN
AGENCY CUSTODY

AGENCY: Bureau of Land Management

SERIES: Survey Plats, Case Files, and Field Notes

SERIES DATE: varies by location

SERIES DESCRIPTION:
The primary documents produced as a result of the cadastral surveys for which BLM is responsible as the sole surveying authority in the Federal government.

VOLUME: varies by location

LOCATION: All State Offices; microfilm copies are in the DSC

CONTACT: Adrian Caufield 653-8853

SCHEDULED(Y/N): YES

NUMBER: H-1272-1 31c,d

COMMENTS:
Although scheduled as permanent, no cut-off and transfer dates have been agreed on by BLM and NARA and an agreement needs to be worked out in the near future. (For an extensive discussion of these records, see the BLM evaluation report, Part II)

SOURCE: BLM evaluation

ENTRY DATE: 03/16/88

TICKLER DATE: 03/01/89

ARCHIVAL OR POTENTIALLY ARCHIVAL RECORDS
IN
AGENCY CUSTODY

AGENCY: Bureau of Land Management

SERIES: Wyoming Office of Public Affairs Photographs

SERIES DATE:

SERIES DESCRIPTION:
An official photographic file which consists of 3x5 black and white photographs and negatives indexed by the BLM subject function coding. It documents the activities of the Wyoming State Office. A number on the photograph refers to a book which contains the contact page and negative. The photographs are not captioned.

VOLUME: approx. 800 prints

LOCATION: Wyoming State Office

CONTACT: Jay Guerin FTS 328-2111

SCHEDULED(Y/N): YES

NUMBER: H-1272-1 21 8

COMMENTS:
These photographs are generally used in the annual report or in the bimonthly magazine produced by Public Affairs called 'Horizons.' (see BLM evaluation, Part II.2)

SOURCE: BLM evaluation

ENTRY DATE: 03/17/88

TICKLER DATE: 03/01/92

ARCHIVAL OR POTENTIALLY ARCHIVAL RECORDS
IN
AGENCY CUSTODY

AGENCY: Bureau of Land Management

SERIES: Northeast Resource Area Photographs

SERIES DATE: ca 1977-1987

SERIES DESCRIPTION:
A small collection of color photographs with negatives and index cards in two small drawers; there are also slides in binders arranged by BLM subject code. Both reflect the project work done by the Resource Area.

VOLUME: approx 200 color photographs and 500 slides

LOCATION: Denver Northeast Resource Area

CONTACT: Jim Perry FTS 776-4399

SCHEDULED(Y/N): YES

NUMBER: H-1272-1 8

COMMENTS:
These photographs are haphazardly maintained. The negatives are stored in bulk and the slides are not in archival plastic. (see BLM evaluation, Part III.2)

SOURCE: BLM evaluation

ENTRY DATE: 03/17/88

TICKLER DATE: 03/01/91

ARCHIVAL OR POTENTIALLY ARCHIVAL RECORDS
IN
AGENCY CUSTODY

AGENCY: Bureau of Land Management

SERIES: Headquarters Black and White Still Pictures

SERIES DATE: 1930-1970

SERIES DESCRIPTION:
Black and white photographic negatives, from both headquarters and field. The negatives are jacketed and most have captions. They are arranged numerically according to a suject filing code for which there is a reference card index. There is a viewing book which serves as an additonal index, although there are not prints for every negative.

VOLUME: approx. 12,000 negatives

LOCATION: Headquarters, Office of Public Affairs

CONTACT: Don Caberra 343-8468

SCHEDULED(Y/N): YES

NUMBER: H-1272-1 21 8

COMMENTS:
The records are stored without any temperature or humidity controls although the negatives are in individual acid free jackets. Reference requests are about 30 per year from BLM, and about 200 from outside the agency. These records should be transferred to NARA as soon as possible since they consititute a major, centralized collection of photographs covering a forty year period. (See BLM evaluation, Part III.2)

SOURCE: BLM evaluation

ENTRY DATE: 03/17/88

TICKLER DATE: 03/01/89

ARCHIVAL OR POTENTIALLY ARCHIVAL RECORDS
IN
AGENCY CUSTODY

AGENCY: Bureau of Land Management

SERIES: Headquarters Color Slides and Negatives

SERIES DATE: 1967-1987

SERIES DESCRIPTION:
Color slides arranged chronologically with a slide viewing and caption book which serves as an index. (There is no subject index.) The color negatives are arranged chronologically with captions; only some of the negatives correspond to the color slides.

VOLUME: approx. 10,000 color slides and 150 negatives

LOCATION: Headquarters, Office of Public Affairs

CONTACT: Don Caberra 343-8468

SCHEDULED(Y/N): YES

NUMBER: H-1272-11 21 8

COMMENTS:
These records are stored without any temperature or humidity controls but are in acid free jackets They are used about 4 times as much as the black and white negatives. (See BLM evalution, Part III.2)

SOURCE: BLM evaluation

ENTRY DATE: 03/17/88

TICKLER DATE: 03/01/92

ARCHIVAL OR POTENTIALLY ARCHIVAL RECORDS IN AGENCY CUSTODY

GENCY: Bureau of Land Management

ERIES: Headquarters Black and White Copy Negatives

ERIES DATE: (recent)

ERIES DESCRIPTION:
. collection of black and white copy negatives
primarily from the field offices which are
arranged chronologically and indexed by a caption
book.

VOLUME: 150 copy negatives

LOCATION: Headquarters, Office of Public Affairs

CONTACT: Don Caberra 343-8468

SCHEDULED(Y/N): YES

NUMBER: H-1272-1 21 8

COMMENTS:
These records are heavily used. As with the other photographic material maintained in this office, there are no climate controls or monitoring. (see BLM evaluation, Part III.2)

SOURCE: BLM evaluation

ENTRY DATE: 03/18/88

TICKLER DATE: 03/01/92

ARCHIVAL OR POTENTIALLY ARCHIVAL RECORDS
IN
AGENCY CUSTODY

AGENCY: Bureau of Land Management

SERIES: Headquarters Video Collection

SERIES DATE: 1984-1987

SERIES DESCRIPTION:
Video collection maintained by the Office of Public Affairs consisting of material from the field as well as headquarters. Some of the videos are stock footage and some are complete productions. Some have been produced for the public and some for BLM management. Examples include the finished production "Conflicts on the Gila" and the periodic BLM video magazine. There is a paper listing of the videos which is also maintained on a Wang computer. There is no subject index.

VOLUME: approximately 300 videos

LOCATION: Headquarters, Office of Public Affairs

CONTACT: Don Caberra 343-8468

SCHEDULED(Y/N): YES

NUMBER: H-1271-1 21 36

COMMENTS:
There is no requirement that all videos from the field be sent to headquarters; consequently this collection is by no means complete. Ideally, Mr. Caberra would like to maintain a centralized collection of BLM video productions. (see BLM evaluation Part III.2)

SOURCE: BLM evaluation

ENTRY DATE: 03/21/88

TICKLER DATE: 01/01/92

ARCHIVAL OR POTENTIALLY ARCHIVAL RECORDS
IN
AGENCY CUSTODY

AGENCY: Bureau of Land Management

SERIES: BLM Motion Pictures

SERIES DATE:

SERIES DESCRIPTION:
Two major BLM films, "Apples, Bays, Pintos and Grays," about the wild horse and burro program, and "Promise of the Land," have not yet been transferred to NARA.

VOLUME: Two motion pictures

LOCATION: stored off-site with contractor

CONTACT: Don Caberra 343-8468

SCHEDULED(Y/N): YES

NUMBER: H-1272-1 21 20

COMMENTS:
The master print and pre-print material for these films needs to be located and transferred to NARA. The Office of Public Affairs mainly stores its motion pictures off-site with contractors. NARA would also like a better print, and any pre-print material still available, if possible, of the older BLM film "This Waiting Land." (see BLM evaluation Part III.2)

SOURCE: BLM evaluation

ENTRY DATE: 03/21/88

TICKLER DATE: 03/01/89

ARCHIVAL OR POTENTIALLY ARCHIVAL RECORDS
IN
AGENCY CUSTODY

AGENCY: Bureau of Land Management

SERIES: Slide shows

SERIES DATE:

SERIES DESCRIPTION:
Slide shows, generally consisting of slides, sound track and scripts. Examples are a slide show about BLM wildlife programs and about the cadastral survey function.

VOLUME: approximately 30 slide shows

LOCATION: Headquarters, Office of Public Affairs

CONTACT: Don Caberra 343-8468

SCHEDULED(Y/N): YES

NUMBER: H-1272-1 21 8

COMMENTS:
As with the other headquarters audiovisual material, the slide shows are not stored in temperature or humidity controlled conditions.

SOURCE: BLM evaluation

ENTRY DATE: 03/21/88

TICKLER DATE: 03/01/89

ARCHIVAL OR POTENTIALLY ARCHIVAL RECORDS
IN
AGENCY CUSTODY

AGENCY: Bureau of Land Management

SERIES: Headquarters Production Files

SERIES DATE: Middle seventies to 1987

SERIES DESCRIPTION:
Proposals, contracts, scripts, and research material for audio-visual productions of all types including movies, videos, and slide shows.

VOLUME: approx. 2 cubic feet

LOCATION: Headquarters, Office of Public Affairs

CONTACT: Don Caberra 343-8468

SCHEDULED(Y/N): YES

NUMBER: H-1272-1 21 62 (GRS 21/62)

COMMENTS:
Very little reference is done in these records.

SOURCE: BLM evaluation

ENTRY DATE: 03/21/88

TICKLER DATE: 03/01/89

ARCHIVAL OR POTENTIALLY ARCHIVAL RECORDS
IN
AGENCY CUSTODY

AGENCY: Bureau of Land Management

SERIES: Headquarters Audio tapes

SERIES DATE: 1969 to 1987

SERIES DESCRIPTION:
Hearings, radio broadcasts, and slide show audios. There is no index to this material and no systematic arrangement.

VOLUME: approx 80-90 cassettes and 60 reels of tape

LOCATION: Headquarters, Office of Public Affairs

CONTACT: Don Caberra 343-8468

SCHEDULED(Y/N): NO

COMMENTS:
As with other headquarters audiovisual material, the audio records are stored without any temperature or humidity controls.

SOURCE: BLM evaluation

ENTRY DATE: 03/21/88

TICKLER DATE: 03/01/89

ARCHIVAL OR POTENTIALLY ARCHIVAL RECORDS
IN
AGENCY CUSTODY

AGENCY: Bureau of Land Management

SERIES: Advisory Committees

SERIES DATE: 1934-1987

SERIES DESCRIPTION:
Advisory committee files on the history of BLM advisory committees, on district advisory councils, and on other advisory committees. Included are general studies and policy statements relating to advisory committees, charters, membership lists, and correspondence. The records increase by approximately three inches a year.

VOLUME: approx. 5 cubic feet

LOCATION: Headquarters, Congressional Affairs

CONTACT: Dave Johnson 343-2054

SCHEDULED(Y/N): YES

NUMBER: H-1272-1 16 12a(1)

COMMENTS:
This file is well organized and maintained; because of it. small size and some current use it is not being cut off and sent to the records center. It needs to be tracked to ensure that when BLM no longer wished to maintain it internally it is offered to NARA. (see BLM evlauation report Part III.1d)

SOURCE: BLM evaluation

ENTRY DATE: 03/22/88

TICKLER DATE: 03/01/92

ARCHIVAL OR POTENTIALLY ARCHIVAL RECORDS
IN
AGENCY CUSTODY

AGENCY: Bureau of Land Management

SERIES: Organizational History File

SERIES DATE: 1946-1983

SERIES DESCRIPTION:
Records on the organizational history of the Bureau, including information on both headquarters and field.

VOLUME: 4 cubic feet

LOCATION: Headquarters, Management Research

CONTACT: Miriam Kane 343-6825

SCHEDULED(Y/N): YES

NUMBER: H-1272-1 16 13a (GRS 16/13)

COMMENTS:
These records have been separated out and retained in BLM office space over a number of years.

SOURCE: BLM evaluation

ENTRY DATE: 03/24/88

TICKLER DATE: 03/01/89

ARCHIVAL OR POTENTIALLY ARCHIVAL RECORDS
IN
AGENCY CUSTODY

AGENCY: Bureau of Land Management

SERIES: Miscellaneous Mineral Maps

SERIES DATE: 1905-1987

SERIES DESCRIPTION:
Various mineral maps arranged in drawers by state. Some examples are coal classification maps, and a number of maps relating to Indian lands.

VOLUME: approx. 100 maps

LOCATION: Headquarters, Geology and Mineral Resources

CONTACT: Bob Schrott 653-2263

SCHEDULED(Y/N): YES

NUMBER: H-1272-1 17 3 (GRS 17/3)

COMMENTS:
These maps came to BLM via Minerals Management. (see BLM evaluation, part III.1c)

SOURCE: Blm evaluation

ENTRY DATE: 03/25/88

TICKLER DATE: 03/01/89

ARCHIVAL OR POTENTIALLY ARCHIVAL RECORDS
IN
AGENCY CUSTODY

AGENCY: Bureau of Land Management

SERIES: Management Advisory Group Files

SERIES DATE: last several years

SERIES DESCRIPTION:
Agendas and recorded decisions from high level management advisory groups, such as the Bureau Management Team and the Headquarters management team, which meet at regular intervals.

VOLUME: minimal

LOCATION: Headquarters, Organizational Development

CONTACT: Mike Evans 343-4601

SCHEDULED(Y/N): NO

COMMENTS:
These records have only recently been kept. They represent a small amount of documentation but all that is probably available from the meetings of these groups. Decisions made and implemented will be reflected in the directive system; nonetheless it would probably be valuable to schedule these records for eventual transfer to NARA.

SOURCE: BLM evaluation

ENTRY DATE: 03/25/88

TICKLER DATE: 03/01/92

ARCHIVAL OR POTENTIALLY ARCHIVAL RECORDS IN AGENCY CUSTODY

AGENCY: Bureau of Land Management

SERIES: Older records in the Eastern States Office

SERIES DATE: 18th century to the present

SERIES DESCRIPTION:
The holdings of older records in the Eastern States Office. A number of series should be transferred to NARA very soon; others should be transferred after the planned microfilm program has been implemented. Included are tract books, maps, patent volumes, indexes as well as other miscellaneous series.

VOLUME: Unknown, but very large

LOCATION: Eastern States Office

CONTACT: Dave Simpson 274-0093

SCHEDULED(Y/N): YES

NUMBER: under a variety of items, some unsched.

COMMENTS:
(see BLM evaluation, Part IV) Among the series which should be transferred immediately are older collections of maps and indexes which are seldom used, SUCH AS TOWNSITE PLATS GOING BACK TO THE 19TH CENTURY.

SOURCE: BLM evaluation

ENTRY DATE: 03/26/88

TICKLER DATE: 03/01/89

APPENDIX C

Evaluation Review and Follow-up

Authority: 44 U.S.C., Chapter 29.

1. BLM will submit to the Archivist of the United States an action plan implementing the recommendations of the evaluation report no later than 90 days after the date of transmittal of the final report to the Director, BLM.

2. The action plan will include specific actions that the agency plans to take in response to each recommendation and the proposed month and year for completing each planned action. If BLM does not plan to implement a specific recommendation, the reason for not acting will be documented in the action plan.

3. BLM will submit a progress report on the implementation of the action plan to the Office of Records Administration (NI) every 6 months until the action plan is completed.

4. NARA will analyze the adequacy of the BLM action plan; provide comments to BLM on the plan within 60 calendar days; assist BLM in implementing recommendations; and inform BLM when progress reports are no longer needed.

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